

REPORT DOCUMENTATION PAGE			Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington DC 20503. PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.				
1. REPORT DATE (DD-MM-YYYY) 9-APR-2012		2. REPORT TYPE Master of Military Studies Research Paper		3. DATES COVERED (From - To) September 2011 - April 2012
4. TITLE AND SUBTITLE: Revamping Civilian Leadership Development in the Marine Corps			5a. CONTRACT NUMBER N/A	
			5b. GRANT NUMBER N/A	
			5c. PROGRAM ELEMENT NUMBER N/A	
6. AUTHOR(S) Major Jose E. Almazan, United States Marine Corps			5d. PROJECT NUMBER N/A	
			5e. TASK NUMBER N/A	
			5f. WORK UNIT NUMBER N/A	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) USMC Command and Staff College Marine Corps University 2076 South Street Quantico, VA 22134-5068			8. PERFORMING ORGANIZATION REPORT NUMBER N/A	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES) N/A			10. SPONSOR/MONITOR'S ACRONYM(S) N/A	
			11. SPONSORING/MONITORING AGENCY REPORT NUMBER N/A	
12. DISTRIBUTION / AVAILABILITY STATEMENT Unlimited				
13. SUPPLEMENTARY NOTES N/A				
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15. SUBJECT TERMS				
16. SECURITY CLASSIFICATION OF: UNCLASSIFIED			17. LIMITATION OF ABSTRACT UU	18. NUMBER OF PAGES 21
a. REPORT Unclass	b. ABSTRACT Unclass	c. THIS PAGE Unclass		
				19b. TELEPHONE NUMBER 703-784-3330 (Admin Office)

United States Marine Corps
Command and Staff College
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2076 South Street
Marine Corps Combat Development Command
Quantico, Virginia 22134-5068

MASTER OF MILITARY STUDIES (April 9, 2012)

TITLE: Revamping Civilian Leadership Development in the Marine Corps

SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF MILITARY STUDIES

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Date: 10 April 2012

Executive Summary

Title: Revamping Civilian Leadership Development in the Marine Corps

Author: Major Jose E. Almazan, United States Marine Corps

Thesis: The Marine Corps should be investing more in civilian leadership development and must make its use involuntary for career progression. This study endeavors to resolve whether revamping civilian leadership development was warranted, what has been done, and whether or not it's working, within defined civilian leadership competencies.

Discussion: The study of the Marine Corps' civilian leadership development programs entails an assessment of its current development model (leadership competencies) for Civilian Marines, how it is aligned with the Department of Defense (DoD), and how it links with the needs of the civilian workforce. In conducting this study, the problems, processes, and challenges will be scoped, while also offering possible alternatives. By speaking to subject matter experts at the Lejeune Leadership Institute (LLI), a better understanding of the complexity of the problem and rationale behind the DoD's framework and continuum can be achieved.

Conclusion: The primary purpose of this study was to determine whether the Marine Corps should be investing more in civilian leadership development. The second purpose was to determine whether civilian leadership development should be voluntary or involuntary. The third purpose was to determine whether the Marine Corps properly developed its civilian workforce; not only because it is mandated by several regulatory regulations, but because our Civilian Marines have to be fully integrated in the Marine Corps' workforce ethos and values. The final purpose of this study was to validate the Marine Corps' defined civilian leadership competencies. In studying the works of William R. Van Dersal, George D. Halsey, and James O'Toole, the answer is overwhelmingly yes. LLI's competencies coincide nicely with both the DoD's vision and the expertise offered by all three authors regarding supervision, management, and leadership.

The revamping of civilian leadership development has been in progress for quite sometime. It is premature to determine whether or not it is working, as it is dependent on the complete transfer of program funding, the hiring of more civilian personnel, and the institutional buy-in to make both professional development tracks a success. In time, the true results will unveil themselves when our Civilian Marines attend and put to use the tools these programs are intended to provide.

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DISCLAIMER

THE OPINIONS AND CONCLUSIONS EXPRESSED HEREIN ARE THOSE OF THE INDIVIDUAL STUDENT AUTHOR AND DO NOT NECESSARILY REPRESENT THE VIEWS OF EITHER THE MARINE CORPS COMMAND AND STAFF COLLEGE OR ANY OTHER GOVERNMENTAL AGENCY. REFERENCES TO THIS STUDY SHOULD INCLUDE THE FOREGOING STATEMENT. QUOTATION FROM, ABSTRACTION FROM, OR REPRODUCTION OF ALL OR ANY PART OF THIS DOCUMENT IS PERMITTED PROVIDED PROPER ACKNOWLEDGEMENT IS MADE.

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Preface

This paper was written for Civilian Marines¹ aspiring to meet their full leadership potential, along with those Marines and Sailors that may have supervisory duties with Civilian Marines. There are no panaceas in this thesis, nor does the writer claim to be an expert on such a subjective topic. This paper is not intended to be a qualitative or quantitative academic analysis, but more of a holistic assessment of civilian leadership development in the Marine Corps. What I offer here are a mix of personal observations and views, supported by the writings of several scholars, dating back to the 1940's. My own personal experiences (noncommissioned officer to field grade officer) over the last 20 years in the Marine Corps significantly influenced this paper.

Special thanks is due to the director and staff at Lejeune Leadership Institute, Marine Corps University, Quantico, Virginia, for their assistance in framing the past, present, and future of civilian leadership development (Dr. James I. Van Zummeren, Ms. Sondra S. Singleton, and Ms. Dawna M. Miller). I'd also like to thank Ms. Courtney H. Goodwin, Comptroller's Section (REA), Training and Education Command, Quantico, Virginia, whose insight on the financial ties linking various Marine Corps training and education initiatives, put things in perspective for me and helped focus my efforts. I'd also like to thank Mr. Darrell Browning, Vice President, Student Affairs and Business Operations, Marine Corps University, who helped me select a topic for my thesis. Finally, I'd like to thank my faculty advisors, Lieutenant Colonel John E. Dobes and Dr. Pauletta Otis, Command and Staff College, Marine Corps University, for their consistent guidance and support on various matters, well beyond the scope of this paper. I am eternally grateful for their personal mentorship and genuine concern for my professional development.

¹ Civilian Marine definition: A person following the pursuits of civil life, especially one who is not an active member of the military, who works in a direct or indirect support position for the U.S. Marine Corps.

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Introduction

As of May 2011, the Marine Corps had 19,978² Civilian Marines in the workforce and professional development of Civilian Marines will be the focus of this paper. The Lejeune Leadership Institute, Marine Corps University, Quantico, Virginia, is tasked with revamping civilian leadership development for the Marine Corps with a holistic and centrally managed approach (ref: k and m).³ A majority of Civilian Marines are not aware of the changes that have already taken place, much less the changes projected for the upcoming 3 years. The goal of this paper is to shed light to its background, current programs, and future projections, with an emphasis on what its tenet should be (supervisory, management, and executive leadership) (ref: k).

Under the A-76 Competition Plan of 1966, the Defense Reform Initiative of 1997, and Marine Administrative Message 432/05 (Military-to-Civilian Conversion Plan), the Marine Corps aggressively pursued the conversion of noncombatant military billets to permanent civilian positions. Conceptually, the idea was to replace Marines to serve in more combatant roles by replacing the number of Marines serving in the supporting establishment with civilian employees. Arguably, the civilian positions would create continuity in the supporting establishment, as opposed to Marines rotating after a standard 2-3 year tours (ref: p & w).⁴

The Military-to-Civilian initiative served its purpose; however, it also had some unanticipated consequences. It induced a (1) substantial increase in the number of civilians in the Marine Corps, (2) an increase in Civilian Marines supervising subordinate civilians or

² Human Resources Organizational Management Office Quantico, TWMS data pull. Note: This number reflects appropriated fund billets only; by adding NAF billets, the total workforce number is an estimated 33,000.

³ Military references will be referred to throughout this paper and are annotated sequentially by letters; they are fully listed at the end of this paper, before the bibliography.

⁴ Strohmaier, J. R.. Competitive Sourcing in the Marine Corps: Friend or Foe? Contemporary Issues Paper, Expeditionary Warfare School, Marine Corps University, 2006.

contractors, (3) an increase in Civilian Marines supervising active duty and reserve Marines, and (4) an increased need for investing in the professional development of our civilian Marine workforce. These changes have had a significant impact on the overall workforce, deeming the need for study.

Background

On 5 January, 2010, the Marine Requirements Oversight Council (MROC) approved the transfer of responsibility and funding of the Marine Corps Civilian Leadership Development Program (MCCLDP) and Centrally Managed Programs (CMP) from Manpower and Reserve Affairs (M&RA) to Lejeune Leadership Institute (LLI), Marine Corps University. The decision was the result of a year-long working group that included Subject Matter Experts (SME) from M&RA, Training and Education Command (TECOM), and Lejeune Leadership Institute, Education Command (EDCOM).

The working group determined that realigning the Civilian Leadership Development Program under LLI would allow resident education expertise to create and sustain a training program that would better meet the needs of the Marine Corps' civilian workforce, while creating a single source for leadership development (military and civilian) (see figure 1). This transfer, along with the working group's assessment, clearly showed a dire need to revamp civilian leadership development in the Marine Corps (ref: g, j, and x).

This thesis examines whether revamping civilian leadership development was warranted, what has been done, and whether or not the planned courses of action will be efficient and effective. With an estimated annual cost of \$6.268 million by FY-15, an impartial study is merited (ref: k).

There are two tracks available to Civilian Marines under the existing civilian leadership development program: (1) Centrally Managed Programs (CMP-Track One) and the (2) Regional Civilian Leadership Curriculum (RCLC-Track Two). The CMP (Track One) consists of ten courses, where nominees are board-selected across the workforce. Once centralization is complete, CMP funds and sustains an annual throughput of approximately 500 students (see figure 2). RCLC (Track Two) is under development. Course 1 of RCLC is in the curriculum development phase and may be ready as early as summer 2012. In time, there will be five courses available under RCLC, targeting GS-1 to GS-15 employees (see figure 3), which will meet the DoD's leadership framework and continuum.

Notably, there are various other training programs in existence (commercially off-the-shelf training such as 7 Habits, etc); however, those programs are not focused on "leadership development." Other programs offered at military bases and installations focus on technical or "community of interest" (COI) competencies. Although there have been gains regarding off-the-shelf (contracted) leadership programs, they have not been offered holistically and have not integrated the institutional values of the Marine Corps.

The future RCLC blended leadership seminars will be designed to integrate the Marine Corps' leadership qualities, competencies, and core values, while also delivering the competencies needed to effectively perform their assigned duties (consistent with their organizational goals and strategies) (ref: a, b, c, d, e, f, h, i, l, and n).⁵

Conceptually, CMP and RCLC will be holistically managed, which will allow Manpower and Reserve Affairs to focus on civilian personnel policy, while LLI focuses on civilian education policy (see figure 1). By combining all resources and initiatives, LLI will serve as the

⁵ Singleton, Sondra S. and Miller, Dawna M. Interview with Instructional Support Section, Lejeune Leadership Institute, Marine Corps University, 2011.

focal point for all civilian leadership development in the Marine Corps, including funding for leadership programs.

At present, “as is” programs remain in effect. In the long term, RCLC will eventually replace all “as is” programs with a distance education program centered on online delivery and “in classroom” instruction, for all five RCLC courses. LLI hopes to establish regional campuses at several major Marine Corps installations, giving it the outreach and flexibility to deliver RCLC courses to approximately 2,400 students annually (ref: k). By developing and delivering the RCLC courses, the Marine Corps will be able to achieve its Civilian Strategic Workforce Plan⁶ while also meeting DoD’s development framework, continuum, and leadership competencies (ref: a, n, q, r, s, t, u, and v).

Figure 1 reflects the future support hierarchy of LLI, along with its anticipated delivery of programs. Figures 2 and 3 reflect the two tracked programs (CMP and RCLC), which LLI is refining and developing.

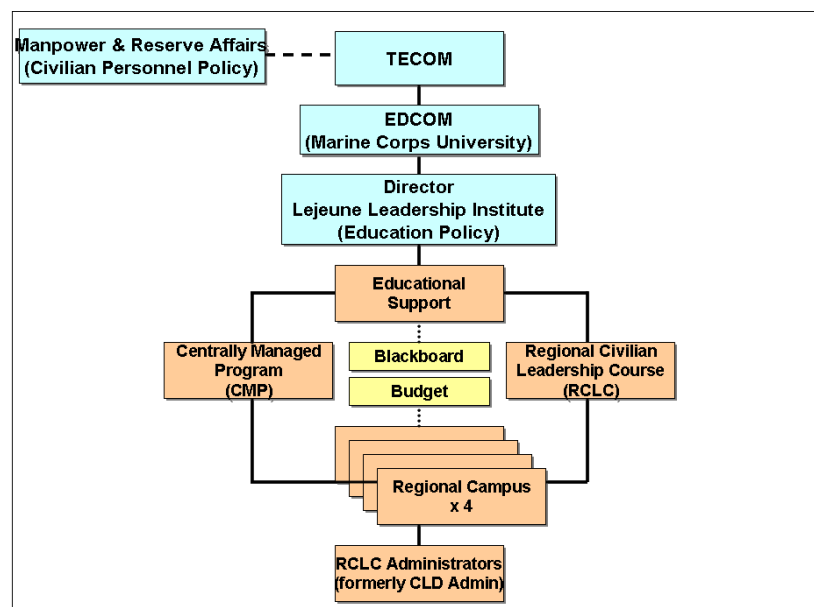


Figure 1: LLI Organizational Concept

⁶ Bowen Consulting, Marine Corps Civilian Workforce Plan.
http://www.bowenconsulting.com/Results/Case%20Studies/civilian_workforce_plan.html

Centrally Managed Civilian Leadership Courses (CMCLC)

Centrally Managed Programs	Grades
Aspiring Leader	GS 4-7
New Leader Program	GS 7-11
Executive Leadership Development Program	GS 11-13
DoD Executive Leadership Development Program	GS 12-13
Legislative Programs	GS 13-15
Executive Potential Leadership Program	GS 13-15
DSLDP	GS 13-15
Industrial College of the Armed Forces	GS 14-15
MIT Seminar XXI (DC Metro only)	GS 14-15
Federal Executive Institute	GS 15

Figure 2: Centrally Managed Programs

Regional Civilian Leadership Courses					
Leadership Domains	Course 1 Lead Self	Course 2 Lead Team	Course 3 Lead People	Course 4 Lead Orgs/Pgms	Course 5 Lead Institutions
Definition and ID of Leadership					
Understanding Behavior	Basic Skills Level	<ul style="list-style-type: none"> •Self-selection <ul style="list-style-type: none"> •Eligible GS-1 thru GS-15 •Standardized 5 courses <ul style="list-style-type: none"> •10 weeks in duration •Instructor led •Seminar-based approach •6 Learning Domains <ul style="list-style-type: none"> •Integrated Competencies •Capstone Case Studies •Educational Rigor Increasing •Bloom's Taxonomy 			Mentorship Level
Action Orientation					
Communication					
Ethics and Values					
Servant Leadership					

Figure 3: RCLC Course Curriculum Concept

Chapter 1: Civilian Leadership Development

Developing the civilian workforce professionally and technically is not a new concept. What is new is the increased number of DoD civilians in the workforce, including the Marine Corps. According to a GAO report, there were 718,000 full-time civilians in the DoD as of March 2010 and 30 percent of the workforce eligible for retirement by March 2015.⁷ If this statistic reflected the Marine Corps, then it is possible that nearly one third of the Marine Corps' civilian workforce will be eligible for retirement in the upcoming 3 years. A 22 percent manpower turnover creates challenges for the workforce.

According to DoD Instruction 1400.25-V250 Civilian Strategic Human Capital Planning (SHCP), the DoD's goal is to develop a workforce based on several principles:

- (1) a competency-based approach,
- (2) a holistic and systematic management of an employee's life cycle, and
- (3) fund employee development (appropriated funds positions).

According to the DoD, SHCP will include:

- (1) the identification of current and projected civilian manpower requirements, to include expeditionary (ie. forward deploying Civilian Marines),
- (2) the identification of competencies and competency proficiency level requirements,
- (3) the identification of competency gaps,
- (4) the identification of future competency gaps,
- (5) the identification of career paths based on a competency-based road map,
- (6) the development of competency references to help supervisors identify competency gaps,
- (7) the development of competency-based selection factors for the recruitment and hiring of vacant positions,
- (8) the development/implementation of strategies to ensure for a sufficient civilian expeditionary workforce for deployments, and
- (9) the advisement to manpower authorities regarding gap closures.

As LLI continues to develop the RCLC courses, these principles must align with this end state.⁸

⁷ U.S. GAO, Human Capital: Further Actions Needed to Enhance DOD's Civilian Strategic Workforce Plan, GAO Report GAO-10-814R, 27 September, 2010.

⁸ DoD Instruction 1400.25-V250 Civilian Strategic Human Capital Planning (SHCP)

According to DoD Instruction 1430.16 Growing Civilian Leaders, the DoD's policy is to develop a cadre of highly capable, highly-performing, and results oriented civilian leaders. This reference lays the foundation by which the framework (see figure 4), continuum (see figure 5), and the types of leaders the DoD desires to develop. This is the basis upon which all the armed services are mandated to develop their programs and has been the basis by which LLI is developing its RCLC courses.⁹ Figure 4 depicts the DoD's framework for the core competencies needed in the Marine Corps' leadership development programs. Figure 5 depicts the DoD's continuum regarding the development of those competencies throughout an employee's life cycle. LLI's challenge is to develop and deliver an RCLC curriculum that supports this continuum.

LEADING CHANGE	LEADING PEOPLE	RESULTS DRIVEN	BUSINESS ACUMEN	BUILDING COALITIONS	ENTERPRISE-WIDE PERSPECTIVE (TECHNICAL)
DESCRIPTIONS OF CORE COMPETENCIES					
Involves the ability to bring about strategic change, both within and outside the organization, to meet organizational goals. Inherent to this competency is the ability to establish an organizational vision and to implement it in a continuously changing and highly ambiguous environment. Balances change with continuity and addresses resistance.	Involves the ability to lead and inspire a multi-sector group (not only employees (civilian and military), but also other Government agency personnel at the Federal, State, and local levels, as well as contractors and grantees) toward meeting the organization's vision, mission, and goals. Inherent to this competency is the ability to provide an inclusive workplace that fosters the motivation and development of others and facilitates effective delegation, empowerment, personal sacrifice, and risk for the good of the mission, as well as trust, confidence, cooperation, and teamwork and supports constructive resolution of conflicts.	Involves the ability to meet organizational goals and customer expectations. Inherent to this competency is stewardship of resources, the ability to make decisions that produce high-quality results by applying technical knowledge, analyzing problems, and calculating risks.	Involves the ability to manage human, financial, and information resources strategically. Inherent to this competency is the ability to devise solutions with an understanding of how to impact business results by making connections between actions or performance and organizational goals or results, as well as external pressure points.	Involves the ability to build coalitions internally and with other Federal agencies, State and local Governments, nonprofit and private sector organizations, foreign governments, or international organizations to achieve common goals.	Involves a broad point of view of the DoD mission and an understanding of individual or organizational responsibilities in relation to the larger DoD strategic priorities. The perspective is shaped by experience and education and characterized by a strategic, top-level focus on broad requirements, joint experiences, fusion of information, collaboration, and vertical and horizontal integration of information.
COMPONENTS OF CORE COMPETENCIES					
<ul style="list-style-type: none"> • Creativity and Innovation • External Awareness • Strategic Thinking • Vision • Flexibility • Resilience 	<ul style="list-style-type: none"> • Conflict Management • Leveraging Diversity • Developing Others • Team Building 	<ul style="list-style-type: none"> • Accountability • Decisiveness • Entrepreneurship • Customer Service • Problem Solving • Technical Credibility 	<ul style="list-style-type: none"> • Financial Management • Human Capital Management • Technology Management • Computer Literacy 	<ul style="list-style-type: none"> • Political Savvy • Influencing and Negotiating • Partnering 	<ul style="list-style-type: none"> • Joint Perspective <ul style="list-style-type: none"> - Mission Orientation - DoD Mission and Culture - DoD Corporate Perspective - National Defense Integration - Global Perspective • National Security <ul style="list-style-type: none"> - Foundation - Environment - Strategy
FUNDAMENTAL COMPETENCIES: These competencies are the foundation for success in each of the core competencies. <ul style="list-style-type: none"> • Interpersonal Skills • Integrity and Honesty • Written Communication • Oral Communication • Continual Learning • Public Service Motivation 					

Figure 4: DoD Civilian Leader Development Framework

⁹ Singleton, Sondra S. and Miller, Dawna M. Interview with Instructional Support Section, Lejeune Leadership Institute, Marine Corps University, 2011.

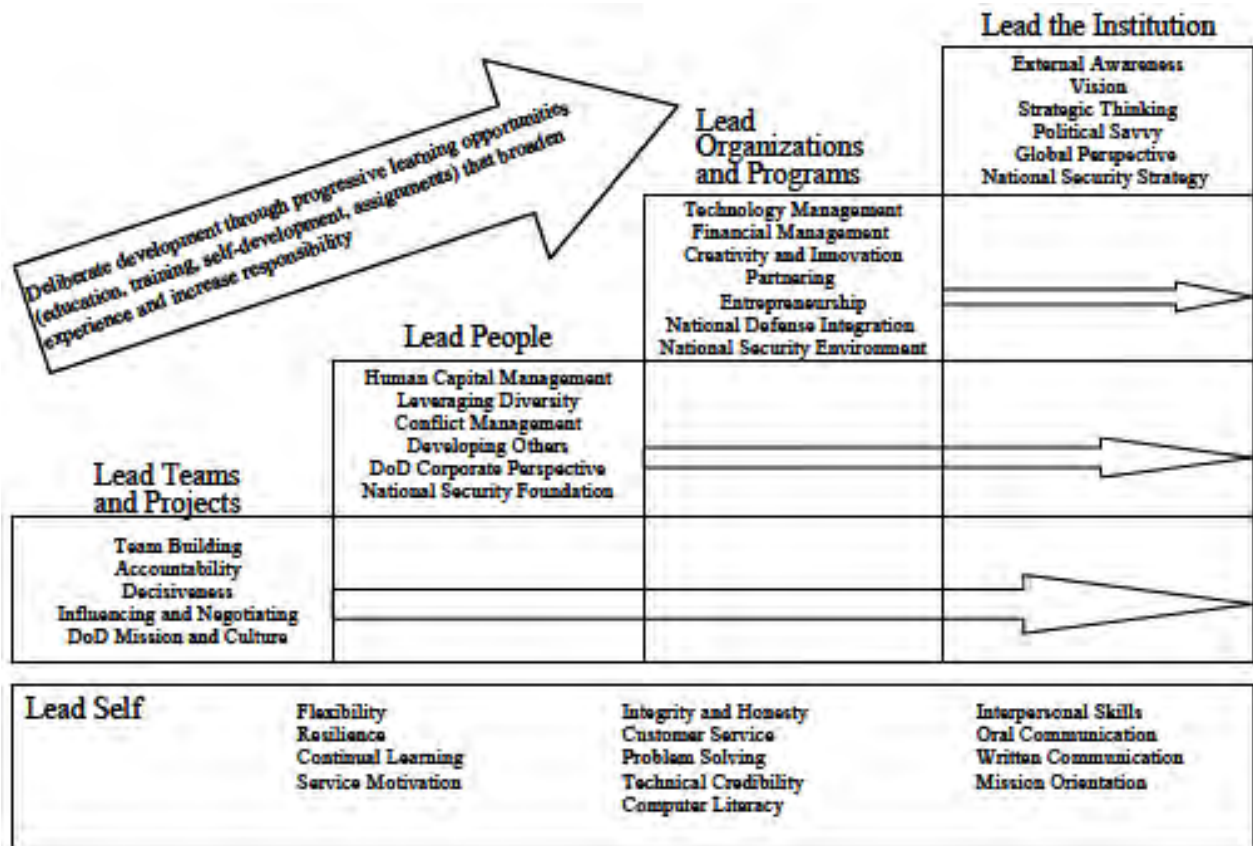


Figure 5: DoD Civilian Leader Development Continuum

The Civilian Human Resource Manual, Subchapter 410, Civilian Employee Training and Career Development, identifies several training and career development requirements. These requirements reinforce a strategic vision pertaining the development of the DoD's civilian workforce.¹⁰

- immediate and long-range training requirements
- provide planned career development opportunities
- acquire the leadership competencies at the appropriate time in their career progression
- systematically prepare employees for executive, management, and supervisory positions
- employees selected for training

SECNAV Instruction 12410.25, Civilian Employee Training and Career Development establishes the following policies:

¹⁰ Civilian Human Resource Manual, Subchapter 410, Civilian Employee Training and Career Development.

- Necessary training
- sufficient resources and monitoring for effectiveness
- systematically foster leadership development
- system of record for training
- integrate employee training/education (equitable)
- DON-wide career and leadership development programs
- Reporting training (DCPDS) within 30 days of completion
- Manager and Supervisor responsibilities to civilian employees¹¹

According to the Marine Corps' Civilian Workforce Strategic Plan, there are four strategic goals in developing the Corps' workforce:

1. Provide civilian workforce development opportunities to support career progression.
2. Implement a competency based approach to total workforce management in order to shape the current and future workforce.
3. Enhance integrated military-civilian culture as one team to accomplish the Marine Corps mission.
4. Foster a work environment that encourages excellence.¹²

These strategic goals are not perfectly nested with the Marine Corps current policy (MCO 12410.24), however, the current revision of Marine Corps Order 12410.25 will most likely call for a stronger mentorship program, while removing the current Individual Leadership Development plan requirement (which will become obsolete with RCLC). The existing directive calls for a supervisory/managerial selection process for the nomination of employees to leadership development programs and delineates the responsibilities of the CMC, LLI (under the revision), base commanders (formerly the CLD, now RCLC), senior military and civilian leaders, supervisors, employees, mentors, and CLD administrators (mostly a collateral duty, now RCLC Administrators).¹³

LLI's approach to the development of future RCLC courses, along with the refinement of the CMP program, entails four main areas for developing Civilian Marines: (1) The Follower,

¹¹ SECNAV Instruction 12410.25, Civilian Employee Training and Career Development.

¹² Bowen Consulting, Marine Corps Civilian Workforce Plan.

http://www.bowenconsulting.com/Results/Case%20Studies/civilian_workforce_plan.html

¹³ Marine Corps Order 12410.24, Civilian Leadership Development.

(2) The Supervisor, (3) The Manager, and (4) The Executive Leader. The following chapters will focus on the latter three, by using the levels of war¹⁴ as an analogy.

Chapter 2: The Supervisor

The supervisor is arguably the first level of leadership (tactical level; figures 6 and 7). By this point, an employee has learned to follow and is ready for increased responsibility; specifically, the supervision of other employees. In some cases, there is a distinguishing difference between the frontline supervisor and the supervisor. In the case of the Senior Executive Service's (SES) secretary, he/she may have a supervisory relationship with the SES, but his/her frontline supervisor is the SES's deputy. Ultimately the frontline supervisor is in the best position to get to know his/her people. He/she gives the day to day tasks (orders), makes day-to-day decisions, praises, corrects, settles minor grievances, and handles misconduct, inefficiencies, work schedules, meetings, and reporting.¹⁵

According to Van Dersal, "supervision has to do with influencing human action in organizations doing work."¹⁶ In his book, *The Successful Supervisor*, Van Dersal describes a project undertaken in 1945 by the Personnel Director, U.S. Department of Agriculture (T. Roy Reid). The director wrote a personal letter to five hundred hand-picked supervisors asking them to explain what they felt was most important in supervising people and the methods and techniques used in their work. The responses had several similarities and themes. Van Dersal, studied the responses, simplified the key ideas expressed in the responses, and came up with seven basic principles of supervision:

¹⁴ Marine Corps Doctrinal Publication 1 (MCDP-1), Warfighting

¹⁵ Van Dersal, William R. *The Successful Supervisor: In Government and Business*. Harper and Row, Publishers, 1968.

¹⁶ Van Dersal, William R. *The Successful Supervisor: In Government and Business*. Harper and Row, Publishers, 1968.

1. People must always understand clearly what is expected of them.
2. People must have guidance in doing their work.
3. Good work should always be recognized.
4. Poor work deserves constructive criticism.
5. People should have opportunities to show that they can accept greater responsibilities.
6. People should be encouraged to improve themselves.
7. People should work in a safe and healthful environment.

An important factor to consider regarding the employment of government employees is that they are hired based on existing skills or knowledge, not on their ability to supervise. Eventually, those people that do a good job are put in charge of others and designated supervisors.¹⁷ In today's federal employees, carrying the "supervisory" status may not only carry status and increased responsibilities, but may also be linked to performance and pay/award benefits. This becomes apparent when civilian performance appraisals are due and awards boards are administered for within-grade increases, time off awards, or cash awards.¹⁸

In his book, *Handbook of Personnel Management*, Halsey states, "Supervision is selecting the right person for each job; arousing in each person an interest in his work and teaching him how to do it; measuring and rating performance to be sure that teaching has been fully effective; administering correction where this is found necessary and transferring to more suitable work or dismissing those for whom this proves ineffective; commending whenever praise is merited and rewarding for good work; and finally, fitting each person harmoniously into the working group-all done fairly, patiently, and tactfully so that each person is caused to do his work skillfully, accurately, intelligently, enthusiastically, and completely."¹⁹

According to Van Dersal, new supervisors who realize that they need help with their own professional development and in the field of supervision, can do so in several ways: (1) seek

¹⁷ Van Dersal, William R. *The Successful Supervisor: In Government and Business*. Harper and Row, Publishers, 1968.

¹⁸ Almazan, Jose E., Major; personal observations while serving as Director, Administrative Services/Civilian Personnel, Marine Corps University, 2009-2011.

¹⁹ Halsey, George D. *Handbook of Personnel Management*. New York Harper & Brothers, London, 1947.

writings on supervision, human relations, executive development, management, and administration, (2) seek professional journals and magazines that contain ideas and new developments in the field of supervision and management, (3) enroll in courses offered by colleges and universities, night courses, workshops, conferences, or correspondence, and (4) internally self analyze and review (objectively) his own work. Ultimately, the supervisor has an overwhelming number of responsibilities and are responsible for the technical and professional development of their subordinates.²⁰

Chapter 3: The Manager

The manager is arguably mid-level leadership (operational level; figures 6 and 7) and is responsible for the professional development of subordinate supervisors. He/she has both supervisory and management responsibilities; however, the manager takes on additional roles, which do not allow him/her to get immersed in the day-to-day tasks of the organization's employees. By this point, a manager has learned to follow and supervise others; and can take those lessons learned towards refining or improving personnel practices and procedures. According to French industrialist, Henri Fayol, managers perform six basic functions: (1) forecasting (2) planning, (3) organizing, (4) commanding, (5) coordinating, and (6) controlling.²¹ Van Dersal states that managers are concerned with implementing solutions to problems; many times through standardized procedures. He states that the administration of procedures is luring because it can be executed at lower levels, with little to no oversight required by higher level leadership. However, he goes on to warn that "change" cannot be managed. The business manager may view operations through the lenses of profits and customers; hence the need to

²⁰ Van Dersal, William R. *The Successful Supervisor: In Government and Business*. Harper and Row, Publishers, 1968.

²¹ Fayol, Henri. *Giants of Management*, <http://www.managetrainlearn.com/page/henri-fayol>.

focus on procedures. As Van Dersal would say, “Profits are a need, not a purpose!”²² In Marine Corps terms, effectiveness routinely supersedes efficiency; however, effective management creates efficiencies.

Halsey states that “a major objective of personnel management is to increase the individual effectiveness of each worker.”²³ He goes on to say that employees are full of emotional reactions that impact performance; hence the need to focus on personnel practices. How an employee “feels about his work, his associates, his supervisor, and the organization” have greater importance than anything else. Whether increasing an employee’s personal satisfaction in his work or environment, the overarching goal for managers is to establish an environment that is conducive to employee effectiveness. Halsey urges thoughtful consideration to work conditions, as they will affect morale. He offers the following conditions, which if met, will keep employee morale high²⁴:

1. Care and skill should be exercised in the selection of employees.
2. Introduction to the job should be friendly, skillful, and adequate.
3. Each employee should be made to feel that his efforts are really appreciated.
4. Careful and thoughtful consideration should be given to the probable effect each rule, each notice, and each practice will have on the feelings of all concerned.
5. Employees should have a part in planning those things which affect their work conditions.
6. There should be a sense of security and reasonable freedom from worry.
7. There should be a constant and intelligent effort on the part of management to be absolutely fair in every policy and every practice.
8. Each employee should have a feeling of pride in the worth-whileness of his work and his company.
9. The organizational set-up should be such that there is no confusion in anyone’s mind as to his duties and responsibilities.
10. Conditions should be such that working proves to be a satisfying social experience as well as a means of making a livelihood.

Chapter 4: The Executive (Leader)

²² Van Dersal, William R. *The Successful Supervisor: In Government and Business*. Harper and Row, Publishers, 1968.

²³ Halsey, George D. *Handbook of Personnel Management*. New York Harper & Brothers, London, 1947.

²⁴ Halsey, George D. *Handbook of Personnel Management*. New York Harper & Brothers, London, 1947.

The executive is arguably top-level or executive leadership (strategic level; figures 6 and 7). Although there are leaders at all levels of leadership, the executive is arguably thinking holistically and strategically, and can not just focus on day-to-day tasks or personnel practices and procedures. For simplicity, we will refer to the executive as a leader. Seasoned leaders do two things: (1) inspire/influence people and (2) provide focus. In his book, *Leadership A to Z: A Guide to the Appropriately Ambitious*, O'Toole states that leaders know what to do (focus) and how to do it (using the people). The key difference between the leader and the manager is that the leader isn't just looking at procedures or personnel practices to solve problems; they consider everything else (morale/personal problems, equipment, efficiency, effectiveness, budget, external/internal policies, etc.; anything that impacts the organization). Effective leaders reframe what its company's mission, purpose, and objectives are, so that all organizational actions are unified for that overarching common goal. An effective leader foresees future problems, visualizes solutions, and gives the organization a unified purpose, response, and direction. This can be done at all three levels of leadership (tactical, operational, and strategic), however, the executive is looking well beyond the scope of an individual section, department, or the overall organization.²⁵

According to O'Toole, "all leaders are driven by that same overwhelming motivation called ambition." In other words, a leader not only requires the desire to lead, but also has to actively take action. They have to be ambitious. O'Toole offers that leadership is learnable and replicable. Leaders stimulate, influence, and pattern the behavior of his/her group; sometimes pumping energy of life in an organization that may be sinking. A leader convinces subordinates that "they can" do something, despite fears of failure, disappointment, or the perceived unachievable. The leader focuses the organization's activities in a focused effort and ensures for

²⁵ O'Toole, James. *Leadership A to Z: A Guide for the Appropriately Ambitious*. John Wiley & Sons, Inc, 1999.

adaptability; towards that same common end. The leader carefully balances the organization's strategic vision with adaptability, continually renewing preparation for tomorrow. O'Toole offers various points and advice for the leader:²⁶

- The best plans and products always become outdated; the leader routinely has to integrate new ideas, while also extracting those that are obsolete.

- Leaders understand that an organization's inflexibility can lead to bureaucracy and crisis.

- Leaders require conviction. Conviction provides the energy needed to persevere. Followers will not follow someone who doesn't have conviction.

- Sound leaders are like artists. Great artists can see the completed picture. A leader has to be able to visualize the end state and keep the organization's eye on the big picture.

- Leaders sort out the important from the unimportant and the relevant from the peripherals. A leader can not do that if they get lost in the details.

- A leader's effectiveness is how subordinates judge them. Leaders achieve their goals, otherwise they are ineffective.

- A moral leader must be able to influence others to live and act in a similar manner. A moral leader is intimately concerned with the spiritual fitness, ethical fitness, and moral behavior of his/her organization. He/she just can't rely on their intuitive ethics, but must educate and foster an environment conducive to teaching and learning.

- An ethical organization does not need a lot of rules.

- Leaders create energy. High performing organizations have leaders that make the difference between having a good organization or a great one. A leader's natural enthusiasm energizes organizations.

- The leader is always genuine, not fake.

- Leaders require courage, not fear. Examples can be drawn from such figures as Jesus, John F. Kennedy, Gandhi, or Martin Luther King Jr. The courageous leader is always willing to pay the price for unpopularity, to include making those tough decisions that are not popular or have third order effects.

- The leader understands that they do not act alone; all actions are a team effort. The leader prepares him/herself for tasks by selecting a leadership team. He/she then sets an agenda, builds the case for change and focuses on what he/she can do to focus the team towards that common end.

- Leaders do not need to know all the answers, but they do need to know what to ask.

- Leaders surround themselves with talent, and are not threatened by it. Adaptive leaders lead followers to create their own actions by asking appropriate questions; creating productive ends.

- The effective leader creates inclusion, as he/she knows that exclusion is the greatest form of disrespect in an organization. Participatory management is both moral and practical in the process of change. If leadership respects its followers, they will respect them.

- Leaders have integrity; they mean what they say and practice what they preach.

- Leaders earn trust through inclusion, speaking the truth. Leaders understand that a loss of trust among followers is extremely difficult to regain.

²⁶ O'Toole, James. *Leadership A to Z: A Guide for the Appropriately Ambitious*. John Wiley & Sons, Inc, 1999.

-Leaders promote adaptive behavior; followers should be able to use their heads. Leaders see the real power from channeling the efforts of productive followers to a joint end (participatory leadership).

-Leadership is a cascade process, down and out of the organization.

-Effective listening is also a strong trait of the leader. Listening is a great way to know what followers are concerned with, and helps the leader determine what his/her employees need and/or want. Leadership starts with listening and ends with meeting the follower's true needs.

-The most effective leaders foster adaptive self-creating leadership organizations that are self-renewing. Self-creating leadership organizations are continually developing and growing their own future leaders by promoting initiative, risk, failure, and resiliency.

As O'Toole states, "Leaders are remembered; administrators or executives are not."

Leaders understand that there are four elements that they must consistently focus on, which for simplicity will be coined PET-M: (1) Personnel/People, (2) Equipment, (3) Training, and (4) Money.²⁷ These four elements are the basis by which all seasoned leaders lead and develop their subordinates. Arguably, the P requires the most attention and is the hardest. They must be the focus of all leadership development; both technically and professionally. As O'Toole states, seasoned leaders must give young leaders every opportunity to disappoint, in order to develop them, as leadership is more than important, it is essential. He states that effective leaders devote ½ their time to developing people and ½ to communication (vision, strategy, goals, objectives, values, mission, principles).²⁸

In looking at leadership alone, it becomes very apparent that its development is extremely important for not only the DoD's military personnel, but for its civilians too. Appendices A (Supervisory Competencies), B (Managerial Competencies, and C (Executive Competencies) reflect the competencies developed by LLI, which will be the focus of the following chapter and conclusion.

Chapter 5: Revamping Civilian Leadership

²⁷ Major Almazan, Jose E. Personal Philosophies of Command.

²⁸ O'Toole, James. Leadership A to Z: A Guide for the Appropriately Ambitious. John Wiley & Sons, Inc, 1999.

With all the references and programs in place, why examine the Marine Corps' civilian leadership development program? Existing programs have not been historically planned or executed holistically. In an information paper, Grooming Career Civil Service Personnel for Advancement and Promotion, prepared by a seasoned Civilian Marine in Hawaii (10 January 2011, ref: p), the key concerns he mentioned about civilian leadership development were strikingly similar to the concerns that triggered a U.S. Army civilian study in Ft. Leavenworth, Kansas in 2002 (released 30 January, 2003). In their study, the Army obtained data from 40,344 Army civilians, soldiers, and senior leaders (ref: o); the results were as follows:²⁹

RESULTS: Army is not developing Army civilian leaders for the present or the future

- no well-developed and executed, integrated, systematic approach for civilian leader development
- supervisors are less effective in interpersonal skills than in technical or conceptual skills
- Army civilians are frustrated by the lack of advancement opportunities
- Army civilians are unaware of leader development and training opportunities
- Four imperatives and Twelve General Recommendations

In an LLI site visit and survey conducted at MCB Albany, GA during November 2011, there were similar concerns found in the Army study, further validating the need to study the Corps' existing civilian leadership initiatives. Of the 44 individuals surveyed in Albany, 75% saw value in the development of RCLC and 90% of them conveyed an interest in being a leader; 48% cited a lack of leadership development opportunities (ref: x).

The Marine Corps should start by defining the competency requirements. As stated previously, there are four main areas or leadership levels that can be used to develop the Corps' Civilian Marines: (1) The Follower, (2) The Supervisor, (3) The Manager, and (4) The Executive. Much like Marine Corps Doctrinal Publication 1 Warfighting (see figure 6, excerpt from MCDP-1) describes three levels of war, one can see similarities regarding the need to

²⁹ (FOUO) Army Training and Leadership Development Panel: Army Civilian Study, Final Report, January 30, 2003.

clearly articulate a continuum that can be easily visualized and understood for leadership development (see figure 7). Figure 7 is an attempt to visualize how our civilian workforce can view and integrate leadership development strategies in a predominantly military-centric organization by comparing it to the military's conceptual theory of war. MCDP-1 states that "activities in war take place at several interrelated levels which form a hierarchy." Those levels are the strategic, operational, and tactical (see figure 6). The highest level is the strategic level, the mid-level is the operational level; with the lowest being the tactical level. At the strategic level, activities focus on policy objectives (nationally). At the operational level, activities focus on fusing tactical results to attain strategic objectives. The tactical level "refers to concepts and methods used to accomplish a particular mission."³⁰ By using the levels of war as a conceptual hierarchy, a parallel can be drawn against leadership development (see figure 7), much like the leadership domains being developed in the RCLC courses (lead self, lead team, lead people, lead organizations/programs, and lead institutions) (see figure 3).



Figure 6: Levels of War



Figure 7: Proposed Levels of Leadership Development

³⁰ Marine Corps Doctrinal Publication 1 (MCDP-1), Warfighting.

As indicated previously, LLI has already studied and created the supervisor, manager, and executive competencies (appendices A-C). They tied those competencies to the DoD's framework (figure 4) and continuum (figure 5) and effectively developed an RCLC curriculum concept that coincides with the DoD's continuum (figure 5), while also standardizing the CMP track. The present challenge is the completion of the RCLC curriculum. The root cause for this delay is the incremental funding plan that was decided on during the MROC in 2010. The plan called for a 4-phased multi-year approach to transfer funds from M&RA to LLI from FY-12 through FY-17 (incrementally). The problem with transferring the program funding to LLI incrementally is that it hampered LLI's ability to hire the curriculum developers and instructors needed to develop, write, and deliver the RCLC curriculum. Without labor dollars in place, LLI's strategic vision for curriculum development, online delivery, and instructors was put on hold.³¹

Another unanticipated delay was the Marine Corps' civilian hiring freeze, which lasted a little over a year (December 10, 2010 – January 5, 2012). Maradmin 691/10 began with a 90 day hiring freeze of civilian personnel; however, it didn't end until January 5, 2012 with Maradmin 9/12. Along with the freeze comes the reduction of civilian labor dollars across the Marine Corps. This initiative will eventually result in the reduction of unfilled and funded civilian positions, which may impact LLI's vision of regional campuses.

Another problem with the past/existing civilian leadership development programs is the lack of a forcing function. Unlike the military, where the completion of professional military education is required for career progression and promotion, Civilian Marines do not have such a forcing function. Without it, there is no incentive for Civilian Marines to attend either training tracks (CMP & RCLC), nor any requirement for leaders to send their employees to such training.

³¹ Marine Requirements Oversight Council Memorandum 12-2010, Subject: MCCLDP, January 2010.

Without a forcing function tied to retention (condition for employment/retention), promotion (supervisory status, required training per grade, etc.), or institutional buy-in, the Corps may be spending millions of dollars for programs that may result in empty seats.

Conclusions

The primary purpose of this study was to determine whether the Marine Corps should be investing more in civilian leadership development. Clearly it has done so; however, the phased approach, the Marine Corps' hiring freeze, and the current civilian reduction initiative have all caused delays to LLI's full implementation strategy.

The second purpose of this study was to determine whether civilian leadership development should be voluntary or involuntary. With the importance of organizational leadership, the number of Civilian Marines in our ranks, and the financial investments already made, the involuntary "forcing function" has to be developed in order to see the returns in our investment; otherwise the Corps will be investing money in a program that may not be used. The Corps has to develop its civilian workforce not only because it is mandated by several regulatory regulations, but because our Civilian Marines must be fully integrated in the Marine Corps' workforce ethos and values.

The third purpose of this study was to validate our defined civilian leadership competencies. LLI's required competencies coincide nicely with both the DoD's vision and the expertise offered by Van Dersal, Halsey, and O'Toole. It is clear that revamping civilian leadership development has been in progress since the program transferred from M&RA to LLI in January 2010. It is premature to determine whether or not it is working, as it is dependent on the complete transfer of program funding, the hiring of civilian personnel, and the institutional buy-in to make both tracks (CMP and RCLC) a success.

In closing, several factors are clear. The MROC clearly saw the need to transfer Civilian Leadership Development programs to LLI to ensure resident education expertise could create and sustain a training program for the Corps' Civilian Marine workforce. Since January 2010, the CMP program (Track One) has been standardized into 10 courses, with "as is" programs still being funded in the interim. The RCLC curriculum (Track Two) has been conceptualized in five courses, which are consistent with the DoD and Department of the Navy guidance. If the Marine Corps intends to truly develop a cadre of highly capable, highly-performing, and results oriented civilian leaders, it has to do two things (1) stop the phased funding transfer to LLI and transfer all program funds with approval for civilian hire billets, and (2) implement a professional development forcing function, with potential equivalencies for work experience/education, commensurate with specific General Schedule grades. These actions will ensure that the Marine Corps sees a return on its most priceless resource, its people.

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United States Marine Corps
Civilian Leader Development Program
Supervisory Competencies



Core Values

Change Management

- Serve as positive agent for changes in the organization's structural alignment, climate, or operational processes
- Learn about and proactively advocates and influences the adoption of promising new ideas, methods, services, and products from knowledge of best practices in government and industry

Coaching/Counseling

- Develops skills in observation, listening, and One-on-one teaching, applies them to assist others to learn continually improve their performance; and provides effective feedback

Conflict Management

- Anticipates and seeks to resolve confrontations, disagreements, and complaints in a constructive manner
- Exhibits through personal performance the principles of honor, commitment, and courage



APPENDIX A



United States Marine Corps
Civilian Leader Development Program
Managerial Competencies



Innovative Thinking

- Develops insights and solutions
- Fosters innovation among others
- Develops the ability to counsel others to help them achieve personal and professional growth

Model / Reinforce Core Values

- Instilling values (honor, courage, commitment) is an integral part of making every Marine and, as a component of readiness, is essential in winning battles

Presentation / Marketing Skills

- Demonstrates the ability to clearly articulate, present, and promote ideas and issues before a wide range of audiences to include senior officials, in such a manner as to ensure program credibility

Process Oversight Management

- Develops / demonstrates the ability to examine systems and workflows within the organization to facilitate process improvement

Program Development / Planning and Evaluating

- Establishes policies, guidelines, plans, and priorities
- Identifies required resources
- Plans and coordinates with others
- Monitors progress and evaluates outcomes
- Improves organizational efficiency and effectiveness

Resource Management

- Prepares and justifies budget
- Monitors expenses
- Manages procurement and contracting



United States Marine Corps
Civilian Leader Development Program



Risk Management

- Identifies potential risks to product /program/processes early and implements effective abatement and control measures
- Defines evaluation criteria early and continuously collects, assesses, shares and responds to data appropriately

Technology Management

- Encourages staff to stay informed about new technology
- Applies new technologies to organizational needs
- Ensures staff are trained and capable





United States Marine Corps
Civilian Leader Development Program
Executive Competencies



External Awareness

- Stays informed on laws, policies, politics, administration priorities, trends, special interest and other issues
- Considers external impact of statements or actions
- Uses information in decision making

Joint Service Perspective

- Demonstrates an understanding of the role of the Department of Defense and the importance of the support roles and missions of all the Military
- Departments and Defense Agencies and how they contribute to the success of the DOD overall

Organizational Representation and Liaison

- Establishes and maintains relationships with key individuals/groups outside immediate work unit and serves as spokesperson for the organization

Strategic Vision

- Creates a shared vision of the organization
- Promotes wide ownership
- Champions organizational change



APPENDIX C

Glossary



United States Marine Corps
Civilian Leader Development Program

Leadership Development Competencies Definitions



Change Management – Serves as a positive agent for changes in the organization's structural alignment, climate, or operational processes. Learns about and proactively advocates and influences the adoption of promising new ideas, methods, services, and products from knowledge of best practices in government and industry.

Coaching/Counseling – Develops skills in observation, listening, and one-on-one teaching; applies them to assist others to learn and continually improve their performance; and provides effective feedback.

Conflict Management – Anticipates and seeks to resolve confrontations, disagreements, and complaints in a constructive manner.

Customer Orientation – Actively seeks customer input; ensures customer needs are met; continuously seeks to improve the quality of services, products, and processes.

Decisiveness – Takes action and risks when needed; makes difficult decisions when necessary.

Diversity Awareness – Respects and values the differences and perceptions of different groups/individuals.

DON Mission/Organization Awareness – Possesses knowledge of the mission and organization of the Department of the Navy (DON) including an understanding of how the organization fits into the entire DON.

External Awareness – Stays informed on laws, policies, politics, Administration priorities, trends, special interests, and other issues; considers external impact of statements or actions; uses information in decision-making.

Flexibility – Adapts to change in the work environment; effectively copes with stress.

Human Resources Management – Ensures effective recruitment, selection, training, performance appraisal, recognition, and corrective/disciplinary action; promotes affirmative employment, good labor relations, and employee well-being.

Influencing/Negotiating – Networks with, and provides information to, key groups and individuals; appropriately uses negotiation, persuasion, and authority in dealing with others to achieve goals.

Innovative Thinking – Develops insights and solutions; fosters innovation among others.

Interpersonal/Team Skills – Considers and responds appropriately to the needs, feelings, capabilities and interests of others; provides feedback; treats others equitably.





United States Marine Corps
Civilian Leader Development Program



Joint Service Perspective – Demonstrates an understanding of the role of the Department of Defense and the importance of the support roles and missions of all the Military Departments and Defense agencies and how they contribute to the success of DOD overall.

Managing Diverse Workforce – Recognizes the value of cultural, ethnic, gender, and other individual differences; provides employment and development opportunities for a diverse workforce.

Mentoring – Develops the ability to counsel others to help them to achieve personal & professional growth.

Marine Corps Values – Exhibits through personal performance the principles of honor (ethical behavior), commitment (technical excellence and quality of work), and courage (mental strength to do what is right).

Oral Communication – Listens to others; makes clear and effective oral presentations to individuals and groups. NOTE: For persons who are deaf or hard-of-hearing, use of a sign language interpreter may be appropriate.

Organizational Representation & Liaison – Establishes and maintains relationships with key individuals/groups outside immediate work unit and serves as spokesperson for the organization.

Presentation/Marketing Skills – Demonstrates the ability to clearly articulate, present, and promote ideas and issues before a wide range of audiences, including senior officials, in such a manner as to ensure program credibility.

Problem Solving – Recognizes and defines problems; analyzes relevant information; encourages alternative solutions and plans to solve problems.

Process Oversight Management – Develops/demonstrates the ability to examine systems and workflows within the organization to facilitate process improvement.

Program Development/Planning & Evaluating – Establishes policies, guidelines, plans, and priorities; identifies required resources; plans and coordinates with others; monitors progress and evaluates outcomes; improves organizational efficiency and effectiveness.

Quality Principles – Understands and applies quality principles such as teamwork, quantitative decision-making, and continuous process improvement to meet or exceed customer expectations.

Resource Management – Prepares and justifies budget; monitors expenses; manages procurement and contracting.





United States Marine Corps
Civilian Leader Development Program



Risk Management – Identifies potential risks to product/program/processes early and implements effective abatement or control measures; defines evaluation criteria early and continuously collects, assesses, shares, and responds to data appropriately.

Self-Direction – Realistically assesses own strengths, weaknesses and impact on others; seeks feedback from others; works persistently towards a goal; demonstrates self-confidence; invests in self-development; manages own time efficiently.

Situational Leadership – Demonstrates and encourages high standards of behavior; adapts leadership style to situations and people; empowers, motivates, and guides others.

Strategic Vision – Creates a shared vision of the organization; promotes wide ownership; champions organizational change.

Team Building – Fosters cooperation, communication, and consensus among groups.

Technical Competence – Demonstrates technical proficiency and an understanding of its impact in areas of responsibility.

Technology Management – Encourages staff to stay informed about new technology; applies new technologies to organizational needs; ensures staff are trained and capable.

Written Communication – Communicates effectively in writing; reviews and critiques others' writing.



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